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readiness thus to carry on the worst traditions of despotic governments, and its greatest danger to-day lies in the temptations to aggrandizement which beset every powerful community. The idea of international right can only triumph when it comes to be regarded as a moral axiom that what is wrong for an individual or a firm or a party or a church or a trade union cannot be right for a government. This fundamental principle has been adopted by the noblest thinkers and statesmen from Grotius to Gladstone, and is slowly making way; but it has many enemies, and it can only triumph by the coöperation of all who recognize its paramount importance to humanity. The possibility no less than the necessity of such coöperation between liberals and socialists against the dominion of wealth, the spirit of aggrandizement, and the neglect of reform is the theme of the closing chapter. The best thought of to-day adopts a more positive view of the function of the state than that which was held by Cobden, and while retaining its belief in the unimpeded development of human faculty as the mainspring of progress, fully realizes the solidarity of society and the essential oneness of the race.

No summary, however, can do justice to the wealth of thought that this little book contains, to the freshness and power with which familiar themes are handled, and to the width of outlook which every page reveals. To some it will no doubt seem that the colors of the picture are too dark; but those who believe that the ideas which it attacks are full of menace to the highest interests of England and of humanity will hail it as a timely and convincing protest, and rank it with Mr. Hobson's "Imperialism" as a classical exposition of the moral basis of politics.

G. P. GOOCH.

LONDON.

THE PRINCIPLES OF RELIEF. By Edward T. Devine, Ph.D., LL. D., General Secretary of the Charity Organization Society of the City of New York. New York: The Macmillan Company; London: Macmillan & Co., Lim., 1904. Pp. vi, 495.

There are several ways in which a useful book about the relief of distress in families might be written. One would be to treat the subject historically and, by a re-examination of those documents in which actual practice rather than charitable theory were recorded, to give a picture of what really happened to needy families in communities ancient and modern. Another would

be to examine, in the three or four American cities in which careful records of the treatment of individual families have been kept for at least ten years, several thousands of these records with great care and no preoccupations; to supplement this study, whenever possible, by interviews with those who did the work; and to record the total experience quite fully, either with or without conclusions. Still another would be to start boldly with a statement of fundamental principles derived from one's study and experience, to apply these to the conditions with which we are at the moment confronted, and to relate the whole question of material relief to those current measures of social reform in which it is more or less involved. This last method presupposes, for its successful use, a wealth of personal experience and first-hand observation, and Dr. Devine commands these in overflowing measure.

He has little to say about the usual book authorities—there are less than 60 citations in the volume, but his paragraphs are packed with rapid reference to illustrative incidents, to conditions exceptional and conditions confirmatory. In the first and strongest division of the book, this is his method, but another deals with 75 illustrative cases, though in too sketchy a way to be very enlightening; another contains a brief but good historical survey of public and private out-door relief in America; and a last describes relief measures employed in certain disasters from fire and flood.

We have reason to be very grateful for what he gives us, since it is no less than the most original contribution to the subject in this generation, but one cannot help wondering whether the book would not have gained in unity and power if he had abandoned the "disasters" altogether, and had devoted the same space to a detailed and accurate description of the best everyday methods now employed. In such a re-arrangement of material, the "historical survey" would have come first, beginning, as it now does, with his challenge of the significance of the English Poor Law experience. His next chapters would have shown how we in America have wavered between a practice shaped by the English theories of poor-relief and a practice shaped by no theories at all, and then from this naturally would have followed his very interesting and suggestive chapters on "the essentials of a relief policy" and "the standard of living." Next, but more descriptively and in detail, would have come the application of

these theoretical statements to the elimination of disease, child-labor, the housing problem, family desertion, intemperance, industrial displacement, and immigration. The "typical relief problems," reduced in number, perhaps, but more adequately stated, would have closed the book. The truth is here, in the book that we have, for those who know enough to find it, but the inexperienced are in danger of being misled by a not too happy arrangement and by an occasional obscurity of phrase.

Dr. Devine's fundamental relief principle is stated and restated in several forms, the clearest of which, perhaps, is that "there is in each community a definite standard of living, and that charitable relief is concerned, not with raising or lowering it, but rather with eliminating the obstacles which particular individuals and families have in realizing the standard, and in securing the withdrawal from the industrial class of those who are unfit for a place in it. . . ." In one of the strongest chapters in the book he describes the elements that go to make up a standard of living, many of which are too often overlooked by relief-givers. He estimates that, in New York city, \$600 is the absolute minimum below which the earnings of a family of five "cannot fall without either constituting a just claim upon the consideration of the charitable, or at least arousing the apprehension of those who look forward to the effect upon the rising generation of a meagre supply of the necessities and decencies of living."

This idea of the relation of relief, not to existence alone but to the kind of existence, once fully accepted, our author makes it clear that old notions about relief funds as "sums forever set apart to be expended in meeting an annually recurring number of cases of destitution of particular kinds" must be abandoned. "A larger expenditure, comprehensively planned and made with courage and determination, thus takes the place of a bungling and inadequate expenditure which reaches results rather than causes, and which must be continued indefinitely because the sources of distress remain untouched. . . . The large expenditure to which reference has been made necessarily includes a very considerable outlay for the personal oversight and intelligent direction through which alone the fund becomes in any genuine sense a relief fund." This is the constructive relief policy developed so interestingly in succeeding chapters—a policy of large and well-planned expenditures that shall de-pauperize, but Dr.

Devine might have added that the success or failure of these larger plans will depend upon the ability of their administrators to keep a true balance between disbursements for raw materials and disbursements for the brains and devotion that make the finished product.

PHILADELPHIA.

MARY E. RICHMOND.

POVERTY. By Robert Hunter. New York: The Macmillan Company; London: Macmillan & Co., Lim., 1904. Pp. xi, 382.

No better tribute could be paid to the power of Mr. Hunter's presentation of "Poverty" than the hesitation with which one attacks his method. Many of the things that he says with such emphasis have needed to be said, many that he drives home have needed to be driven, and yet it is impossible to be other than impatient with his twelve pages of "Authorities" at the end, after experience of the irresponsible way in which both figures and authorities are treated throughout the volume. Mr. Hunter's estimates of the extent of poverty in Boston and New York have already been challenged. It is true that accurate data concerning the extent of poverty do not exist, but this does not make unwarrantable inferences from inaccurate data any the less irritating.

The book's main fault, however, lies not here but deeper. The preface states, though quite incidentally and as one of a number of limitations, that the author has purposely ignored the personal causes of poverty. This is as he will, but he devotes a large part of his book to a discussion of causes, nevertheless, and in such a way as to give the impression that he is dwelling upon those causes that are fundamental and important. The single clause in his preface, and the occasional word here and there in the body of the book do not sufficiently safeguard him. It would not safeguard an author who chose "The Earth's Atmosphere" for the title of a book about nitrogen to state somewhere in the preface that he "purposely ignored" the properties of oxygen. The personal and social causes of poverty are as intimately associated as the elements of the air, and the author who proposes to discuss only one of these elements should make this fact clear on his title page.

The industrial causes of poverty are quite important enough to deserve separate consideration in not one book but in a hundred. Here they are strikingly though not always fairly presented. Every observant worker among the poor must have realized that